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JAMAICA PLAIN

Interim Planning
Overlay District

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JAMAICA
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DISCUSSION WORK BOOK

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**JAMAICA PLAIN INTERIM PLANNING
OVERLAY DISTRICT (IPOD)**

DISCUSSION WORKBOOK

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I. INTRODUCTION

With a booming downtown economy, an increasing population, and an improving desirability as a place to live, the City of Boston has been in a period of transition for the past decade. Jamaica Plain, like the rest of Boston's neighborhoods, is experiencing the pressures related to this transition. Jamaica Plain has many attributes which make it an attractive place to live for both long-time residents and new-comers. As in other neighborhoods in Boston, the increase in population has spurred the demand for housing. Jamaica Plain is fortunate in that residential development activity is increasing, in order to begin to meet the demand for housing. The creation of new units must continue in order to keep pace with the demand. However, new development must also proceed in a rational way and be based on sound planning practices.

Jamaica Plain's traditional one-, two-, and three-family home neighborhoods, characterized by its large housing units and household sizes, are being transformed to new structures consisting of smaller units, to accommodate a rapidly increasing population of single persons and young couples. The demolition and the rehabilitation of existing structures, replaced by structures containing small dwelling units; the conversion of existing structures into condominiums and accessory apartments; and the conversion of institutional, commercial and industrial uses into housing, are primary factors changing the character and composition of Jamaica Plain without any clear direction or certainty that the outcome will meet the needs of the community. The active interest of Jamaica Plain residents assures that these changes will continue to be beneficial.

A. Land Use Planning and Zoning Control

A planning and rezoning process is needed to ensure that any change in the physical character and composition in the City of Boston occurs in an orderly, rational and efficient manner in accordance with sound planning principles. The planning and rezoning process will examine the needs of particular neighborhoods in the context of the needs of Jamaica Plain as a whole, taking into consideration city-wide priorities. A land use plan developed with the community must be implemented to provide a framework to understand development and to guide land use decisions. A land use plan so fashioned will articulate the community's goals and will provide a policy for future growth.

Zoning is a tool to guide growth according to the goals and objectives of a community as set forth in the land use plan. Zoning manages the direction, impact, benefits, and burdens of growth. Using a text and maps, a zoning code identifies various zones for specific land uses such as residential, commercial, and manufacturing. Zoning also specifies the permitted uses, the bulk of buildings, the density of development, and other criteria necessary to obtain development permits. Boston's new neighborhood land use and zoning policies are intended to establish up-to-date comprehensive standards to govern decisions about the scale, type, and location of new development consistent with the goals and objectives of the city.

B. The Jamaica Plain Interim Planning Overlay District (IPOD)

The current Boston Zoning Code and Maps were adopted over twenty years ago. Since that time, there have been several amendments made to these regulations, but these changes were made without comprehensive analyses leading to overall zoning revisions of the neighborhoods. In November 1984, the Zoning Commission approved the creation of the Interim Planning Overlay District (IPOD) mechanism as a direct response to community concerns about outdated and possibly inappropriate zoning.

Adoption of the IPOD recognizes that a reasonable amount of time is required to complete the planning by the city and the community. During this period, it is essential to protect the area under review from unwise development that would undermine the ultimate goals of the planning and rezoning process. This special purpose regulation allows for comprehensive land use planning and zoning of a neighborhood, taking into consideration city-wide priorities, in concert with the community, while the new land use plan and zoning regulation for the neighborhood are being created and implemented. The IPOD is a tool to foster orderly development of a neighborhood and, unlike a moratorium on development, allows orderly development consistent with the goals and objectives of the city to proceed.

The Flynn Administration is committed to a collaborative planning process. The land use issues in Jamaica Plain mandate comprehensive planning by the City and community. In order to begin this process, the Boston Redevelopment Authority will petition the Zoning Commission to adopt a Jamaica Plain Interim Planning Overlay District regulation to be in effect for two years. This regulation will be written as an amendment to the Zoning Code and will include the following sections.

1. Physical Boundaries: This section gives exact boundaries for the Jamaica Plain planning area.
2. Time Period: This section establishes the period in which the IPOD will be in effect. In the case of Jamaica Plain, the IPOD will be in effect for two years. At the end of the two years, the Interim Planning Permit process will expire and either the new zoning developed during the planning process will be implemented, or the original, pre-IPOD, zoning districts will be reinforced.
3. Declaration of Need for Interim Zoning: This is an explanation of why the current zoning may be inadequate or inappropriate. For instance, underlying zoning may allow uses adjacent to residential sites that create conflicts; height controls, in addition to floor area ratio controls, may be required to control development.
4. Goals and Objectives: This section provides a list of the objectives to be achieved in developing new zoning for the planning area.
5. Interim Controls: For two years the Interim Controls outlined in this section will regulate development in the IPOD. Allowed or exempt uses, forbidden uses, and those uses which will require an Interim Planning Permit will be specified.

6. Timetable: A timetable will be specified for performing planning studies and drafting the new zoning districts. Tasks in the timetable include: mapping existing land uses; establishing design, planning, and environmental goals; and defining the new zoning. At the end of the two years, any proposed new zoning will be recommended to the Zoning Commission for adoption.

Projects that are proposed during the two-year IPOD period must adhere to the following process established through the Zoning Code: Applicants for a building permit, change-in-use permit, or change-in-occupancy permit, which are not exempt under the IPOD regulations, will have to receive an Interim Planning Permit from the Board of Appeal before the Inspectional Services Department can issue the requested permit.

* Based on the adopted IPOD regulations, the Inspectional Services Department will determine if an Interim Planning Permit is required. If so, the application will be denied and forwarded to the Board of Appeal and the Boston Redevelopment Authority.

After community review and within 90 days, the Boston Redevelopment Authority, acting as the City's planning agency, must report to the Board of Appeal whether or not the proposed action is consistent with the planning goals for the IPOD, with the comprehensive planning process, and with the contemplated land uses.

The Board of Appeal will hold a public hearing on the proposal. In order to issue an Interim Planning Permit, the Board must find that the proposed action is consistent with the land use objectives of the Interim Planning Overlay District, and that the proposed changes will not adversely affect the comprehensive planning process.

C. The IPOD Workbook

The IPOD Workbook provides a basis on which to identify some of the major concerns affecting a neighborhood. It is intended to be a guide for discussion during the process leading to the drafting and approval of the IPOD amendment. As such, issues discussed in the workbook are guidelines for a rational and orderly analysis.

II. NEIGHBORHOOD PARTICIPATION

A. Neighborhood Council

The Jamaica Plain Neighborhood Council is a twenty-one-member advisory body appointed by Mayor Raymond L. Flynn to facilitate his commitment to full neighborhood participation in neighborhood matters. After the first year the twenty-one positions in the Council become elective through the vote of Jamaica Plain's registered citizens. The Neighborhood Council in turn appoints the members of the Zoning Subcommittee.

B. Zoning Subcommittee

The Zoning Subcommittee of the Jamaica Plain Neighborhood Council will work in an advisory capacity together with the Boston Redevelopment Authority and the Mayor's Office of Neighborhood Services, just as the Planning and Zoning Advisory Committees operate in other neighborhoods. The subcommittee will serve as the official body for community participation in planning and zoning activities of the Interim Planning Overlay District process. As such, the committee represents the interests of the particular subneighborhoods in the context of the needs of Jamaica Plain as a whole, taking into consideration city-wide priorities.

The Zoning Subcommittee will participate in an advisory capacity and make recommendations to the Boston Redevelopment Authority regarding the following:

1. The goals and objectives of the Interim Planning Overlay District.
2. Proposals for development projects which require Interim Planning Permits after the IPOD amendment is adopted.
3. The comprehensive land use planning and zoning analysis for Jamaica Plain.

III. HISTORY OF JAMAICA PLAIN

Jamaica Plain was originally part of the town of Roxbury. When West Roxbury was declared a separate community in 1851, no distinct boundary existed between Jamaica Plain and portions of West Roxbury.

In the 17th century, West Roxbury was sparsely settled and was an area of fertile farmland which supplied much of Boston's fruit and produce. The earliest streets determined the first settlements and still define neighborhoods in Jamaica Plain today.

Two major factors influenced the early development of Jamaica Plain: a new water supply and railroad extensions. In 1795, the Jamaica Plain Aqueduct Company was formed. Its water system, which extended from Jamaica Pond to Fort Hill, was a major source of water supply to Boston until 1845. This water supply attracted industry to Jamaica Plain. Tanneries and breweries grew up between Roxbury Crossing and Forest Hills. In 1834, the Boston and Providence railroad was constructed along Washington Street. The railroad brought commuters to Jamaica Plain and the area was no longer a community of farmers and wealthy residents. The new commuters built Greek Revival, Italianate and Mansard style houses, many of which still remain.

The last half of the 19th century brought many physical changes to Jamaica Plain. In the 1870s the street car tracks were extended from Roxbury into West Roxbury along Washington Street and Centre Street. This improved access and stimulated construction of middle-class residential areas throughout Jamaica Plain. Most of the old estates were subdivided and crossroads were built. The area which was most intensely developed at this time was central Jamaica Plain bounded by Centre Street, Green Street and the railroad. Most of the houses built were single; or two-family detached wooden structures, although triple deckers were constructed near the borders of Roxbury and in the manufacturing district.

Despite its growth as a residential area, Jamaica Plain retained much of its open space. This is mainly due to the creation of Boston's "emerald necklace" park system, designed by Frederick Law Olmsted in the late 1800s to provide the City with a continuous chain of parklands.

IV. DEMOGRAPHIC PROFILE

A. Social Profile of Jamaica Plain's Population Ethnic/Racial Mix

In our presentation of demographic data for Jamaica Plain we have relied on results from the 1985 Household Survey in order to report the most up-to-date figures available. While the Survey offers a truer picture of Boston's changing face than the 1980 Census results, it does not permit analysis of data at the sub-neighborhood level. Any comparisons made here will therefore be restricted to Jamaica Plain in 1985 versus 1980, and to Jamaica Plain versus Boston for 1985.

Race and Ethnic Origin

Jamaica Plain is home to a variety of races and ethnic groups from many different cultures. Eight percent of the population in the neighborhood was born in Puerto Rico, 5 percent in the West Indies, 3 percent in Latin America, 5 percent in Europe and another 5 percent in the Middle or Far East. Jamaica Plain thus houses one of the largest concentrations of foreign-born residents of any neighborhood in Boston. The racial and ethnic mix in the district shifted between 1980 and 1985 as the population expanded from 39,331 to an estimated 45,900, virtually all of which was in households (as opposed to group quarters).^{*} Just over half (51%) of Jamaica Plain inhabitants in 1985 were white, compared to 68 percent of them in 1980. Much of this change can be attributed to the different classifications of "hispanic" used in 1980 and in 1985.^{**} Hispanic residents still comprised one-fifth of the neighborhood population in 1985. Blacks and Asians increased as proportions of the total population -- up to 25 percent and 4 percent, respectively.

^{*} This population estimate was derived from a count of occupied housing units in the district in 1985 and from the household size reported in the 1985 Household Survey for Jamaica Plain.

^{**} In 1980, most Hispanics were classified as white and as Hispanic because the Census questions that determined race and hispanic origin were asked separately. Although race and hispanic origin were still determined separately in 1985, and Hispanics may be of any race, the figures for hispanic origin in the 1985 Household Survey included Spanish-speaking individuals and people born in Spanish-speaking countries as well as self-designated Hispanics.

Age

This is an abbreviation of the formal written English language! C.Z.
"Cohort" is unacceptable in formal written English.

The median age of Jamaica Plain residents in 1985 was 28.2 years, compared to the citywide median age of 28.8 years and the median age for the district of 29.8 years in 1980. The lower median for 1985 resulted from a drop in the proportion of residents 19 years old or less. The largest cohorts in the neighborhood were the 35-44 year-olds (13%) and the 25-29 year-olds (12%). In all, 46 percent of Jamaica Plain residents in 1985 were between the ages of 20 and 44. Citywide, the variation was small, although the largest cohorts were aged 20-24 years (15%) and, again, 25-29 (13%). Overall, 49 percent of city residents belonged in the 20-44 year-old bracket. Residents aged 45 and over also accounted for a slightly larger share of the population in Boston generally than in Jamaica Plain itself.

Marital Status and Family Composition

Nearly half (48%) of the adults aged 18 or more who were living in households in Jamaica Plain had never been married, and 31 percent were married, according to the 1985 Household Survey. In 1980, however, those proportions were reversed: 31 percent of adults living in households were single and 49 percent were married. Citywide, 45 percent of adults living in households in 1985 had never married, compared to 39 percent in 1980, and 37 percent were single, compared to 42 percent in 1980.

Fifty-six percent of all Jamaica Plain households were composed of unrelated individuals in 1985. Only 24 percent of the households in the district were families headed by a married couple. The remaining 20 percent of households combined unmarried heads of household with children and/or other relatives or with children and unrelated individuals.

Language Spoken at Home

Three-quarters of the people living in Jamaica Plain in 1985 usually spoke English at home. The second most frequently spoken language in the neighborhood was Spanish (17%). Small percentages of the population spoke other languages, such as French. The prevalence of Spanish in Jamaica Plain is the more noteworthy given that only 6 percent of Boston residents overall spoke the language at home. Over one-fifth (22%) of the Boston residents who did speak Spanish at home in 1985 lived in Jamaica Plain, as did small proportions of residents who spoke French, Chinese or some other language than English.

Educational Attainment

In 1985, 9 percent of the school-aged children (ages 5-17 years) in the city lived in Jamaica Plain, including 29 percent of Hispanic children and 9 percent of black children.

Jamaica Plain's educational profile was even closer to the city's in 1985 than it had been in 1980. At that time, two-thirds of the adults in the neighborhood aged 25 or more had completed high school, compared to 68

percent of adult residents citywide. By 1985, the proportion of high school graduates in the district had risen to 77 percent versus 78 percent citywide. Nearly one-third (31%) of adult residents of Jamaica Plain held college degrees, compared to 28 percent of adults throughout the city. Just under one-quarter (24%) of neighborhood adults had graduated from college in 1980, compared to one-fifth of Boston adults.

B. Employment and Income of Jamaica Plain Residents

Labor Force Participation and Unemployment

Labor force participation in Jamaica Plain increased between 1980 and 1985 from 58 percent to 65 percent. Unemployment increased, too, however. In fact, the unemployment rate in the district almost doubled in those five years from 6 percent to 11 percent. Both men and women experienced 11 percent unemployment in 1985 although their participation rates varied: 75 percent for men (vs. 73% citywide) and 57 percent for women (vs. 59% citywide).

Occupation

The occupational mix in the neighborhood economy in 1985 closely paralleled citywide averages. Thirty-six percent of area residents aged 16 or more held professional/managerial/technical jobs, 15 percent were employed in skilled jobs (such as operatives and craftsmen), 23 percent worked in services jobs and 17 percent were secretaries or clerks.* Throughout Boston, the overall averages were 36 percent, 18 percent, 22 percent and 20 percent, respectively.

Industry

A shift occurred in the industries of employment of Jamaica Plain between 1980 and 1985. Manufacturing, self-employment and services employed larger shares of neighborhood residents in 1985 than previously. Services, for example, became the industry of employment of 45 percent of adults (compared to 32% in 1980). Small declines were also noted in the proportions of people working in transportation/communications/public utilities, trade, and finance/insurance/real estate between 1980 and 1985.

Income

There were larger proportions of poor (those earning less than \$10,000/year) and well-off (those earning \$50,000 or more annually) residents in the combined neighborhoods of Jamaica Plain/Roslindale** in 1985 than there were throughout the city as a whole (30% and 12% in Jamaica Plain/Roslindale vs. 28% and 10% in Boston). Citywide, however, 39 percent of households had incomes of between \$20,000 and \$49,999 per

* The clerical category included word processors and other data entry personnel.

** The sixteen neighborhoods of Boston were grouped according to geography and general similarity for the determination of income because the sample size for this question in the 1985 Household Survey was quite small.

annum, whereas only 34 percent of households in the district did. The median household income in Jamaica Plain/Roslindale in 1985 reached \$16,960, compared to \$17,900 for Boston overall. Jamaica Plain/Roslindale ranked sixth out of the nine neighborhood groups in Boston in terms of median household income, according to the Household Survey.

Families in the combined district of Jamaica Plain/Roslindale posted a 1985 median income of \$22,250, just \$50.00 more than the Boston median family income. Unrelated individuals, while not faring as well financially as families in the neighborhood, had a median income of \$13,550, which was slightly lower than the city figure of \$13,650.

Sixty-four percent of households in the neighborhood of Jamaica Plain/Roslindale drew on wages and salaries as their main source of income. The two other primary sources of income in the area were social security (14%) and subsidies such as AFDC, unemployment, SSI and welfare benefits (12%). Among households citywide, 70 percent reported wages and salaries as their primary source of income. Somewhat lower proportions of households relied on social security benefits or on welfare, unemployment, AFDC or other subsidies for income (13% and 7%, respectively).

V. HOUSING PROFILE

A. Type

- o Jamaica Plain's housing stock consists of triple deckers, duplexes, single-family, public and private multi-family, and ranch style dwellings.
- o As of 1985:
 - there were 17,600 housing units;
 - 56% of Jamaica Plain's units had 5 or more rooms compared to 52% citywide;
 - 61% of Jamaica Plain's housing stock was comprised of 1-4 unit structures and 39% five or more, compared with citywide where 57% of the housing stock was 1-4 unit structures and 43% five or more;
 - the estimated mean value of a single-family in the combined neighborhood of Jamaica Plain and Roslindale was \$129,393, compared to \$111,760 citywide. This data was available for Ward 19, which comprised Jamaica Plain and parts of Roslindale.

B. Conditions

A 1984 Housing Condition Survey performed by the Neighborhood Development and Employment Agency showed that:

- o 93% of the housing units in Jamaica Plain were in good condition;
- o 6% of the housing stock was in fair condition; and
- o 1% was either in poor condition, needing major repairs and possibly total rehabilitation, or did not appear economically feasible to rehabilitate.

C. Ownership

As of 1985:

- o The home-ownership/for-rent percentage ratio was 24/76, compared to 32/68 citywide.
- o BHA-owned public housing accounted for 9% of the occupied housing stock.
- o Subsidized rental housing accounted for 8% of the housing stock.

D. Age

- o 71% of the owner-occupied stock pre-dates WWII.
- o 62% of the rental stock pre-dates WWII.

FIGURE 1
TOTAL HOUSING CONSTRUCTION,
OWNER-OCCUPIED HOUSING CONSTRUCTION AND
FOR-RENT HOUSING CONSTRUCTION
1960-1985
JAMAICA PLAIN

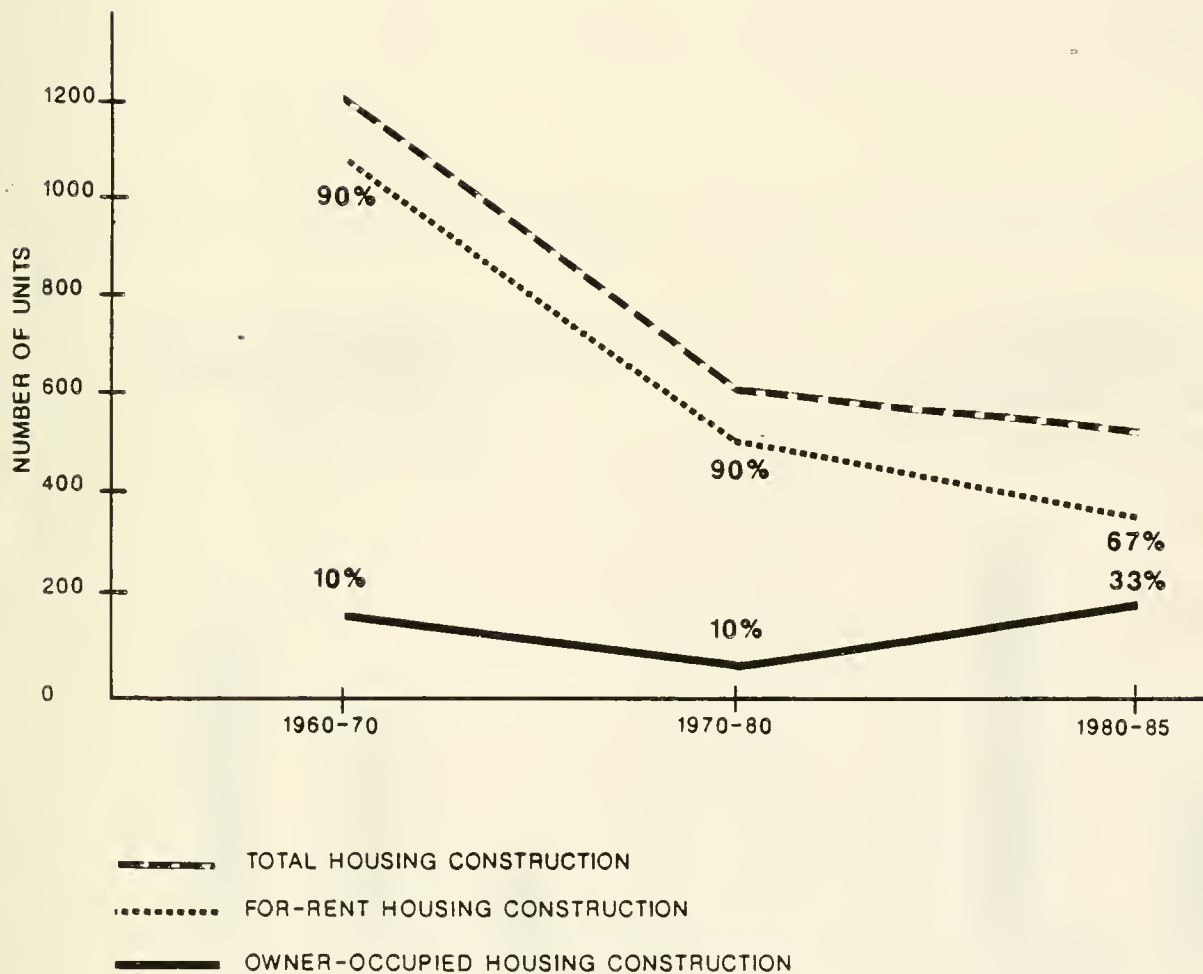


FIGURE 2
HOUSING CONSTRUCTION
1980-1986
JAMAICA PLAIN

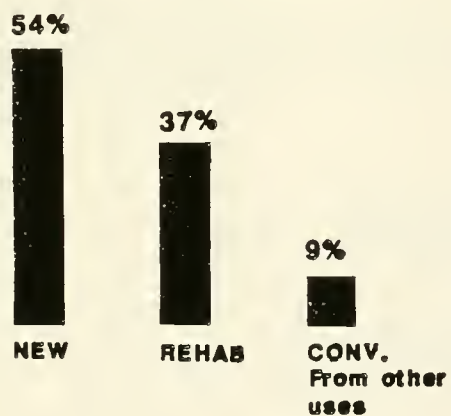
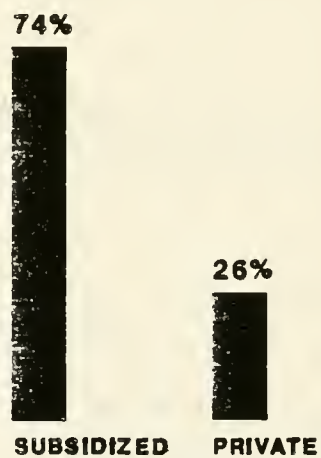


FIGURE 3
FOR-RENT HOUSING
CONSTRUCTION 1980-1985
JAMAICA PLAIN



E. Length of Tenure

- o 25% of homeowners moved into their 1980 residences within the 5 years preceding 1980.
- o 63% of tenants moved into their 1980 residences within the 5 years preceding 1980.

F. Construction

- o Housing construction during the decade 1970-80 dropped sharply (by 104%) from the total achieved during 1960-70 (see Figure 1).
- o Housing construction during the period 1980-85 seems to be picking up, with 531 units built during that period. At this rate, the 1980-90 total for this activity will represent a 150% increase over the previous decade (see Figure 1).
- o During 1980-85, the owner-occupied/for-rent percentage ratio of housing construction activity was 67/33. This represents a decrease in the for-rent share of construction activity, which stood at 90% during the previous two decades (see Figure 1).
- o Of the total units constructed during 1980-85, 54% were new construction, 37% were rehabilitated, and 9% were converted from other uses (see Figure 2).
- o Of the for-rent units constructed during 1980-85, 74% are subsidized rental units. (See Figure 3).

G. Elderly Housing

In 1980, 16% of Jamaica Plain's population was 65 years and older. Figure 4 illustrates how this neighborhood-wide average varied among subneighborhoods.

Figure 4

Distribution of the Elderly
and the Elderly Poor in Jamaica Plain, 1980

	<u>% of the population 65 years and older</u>	<u>% of the total population with incomes below the poverty level</u>
Jamaica Hills	26	14
Jamaica Central	17	14
Forest Hills	16	25
Egleston Square	12	24
Hyde Square	7	11

Of the total population 65 years and older in Jamaica Plain, only 5% had incomes below poverty level. However, this percentage comprises a significant share of the total population in this category (see Figure 4). Accordingly, Jamaica Hills has the largest elderly population of all subneighborhoods and Forest Hills and Egleston Square had the largest elderly poor population. This distribution of the elderly population and the elderly poor might have been in part a result of the location of elderly public housing projects and subsidized apartments. Nearly all such units were in Hyde Square, Egleston Square, and Jamaica Central.

H. Housing for Hispanics and Blacks

1. Housing for Hispanics

One-fifth of Jamaica Plain's total population was Hispanic. 95% of the total Jamaica Plain Hispanic population live in Hyde Square (48%), Egleston Square (29%), and Jamaica Central (18%), and very few live in Forest Hills and Jamaica Hills.

Hispanic-occupied units, both rental and owned, comprised 14% of Jamaica Plain's total housing stock. This percentage varied by neighborhood, underscoring the high concentration of Hispanics in Egleston Square, Hyde Square, and Jamaica Central.

Figure 5

Distribution of Renter-Occupied and
Owner-Occupied Units by Hispanics in Jamaica Plain, 1980

	<u>% renter- occupied</u>	<u>% owner- occupied</u>	<u>total units occ'd by Hispanics</u>
Egleston Square	88	12	624
Jamaica Central	87	13	431
Hyde Square	86	14	986
Forest Hills	52	48	52
Jamaica Hills	45	55	86

While ^{sub}in Jamaica Plain 15% of Hispanic-occupied units are owner-occupied, an analysis of each neighborhood reveals that in Hyde Square, Egleston Square, and Jamaica Central the percentage of renter-occupied units is higher than the percentage of owner-occupied units. In Forest Hills and Jamaica Hills, where there are markedly fewer Hispanic residents, the balance between renter-occupied and owner-occupied units is more even.

The difference between the rental versus owner-occupied distribution of housing among Hispanics in Jamaica Plain reflects the sharp differences in housing costs for each category. Monthly mortgages of Hispanic homeowners average \$100 more than gross monthly rents. This is most pronounced in Egleston Square where the median monthly mortgage is \$260 above the median monthly

gross rent. A comparison of housing costs across ^{sub}neighborhoods shows that in Forest Hills and Jamaica Hills, median gross rent is similar to that in Egleston Square and Hyde Square.

2. Housing for Blacks

Blacks represent 15% of Jamaica Plain's total population. Most Blacks (80%) live in Hyde Square and Egleston Square. Egleston Square has the largest share of the Black owner-occupied housing in Jamaica Plain (58%), followed by Hyde Square (17%). Black rental-occupied housing is also most predominant in Hyde Square and Egleston Square (43% and 32%, respectively), with a significant share in Jamaica Central (17%). The Black population in Forest Hills and Jamaica Hills is not as large as in the other three sub-neighborhoods.

Black-occupied units, both rental and owned, comprise 12% of Jamaica Plain's total housing stock. The distribution of Black-occupied units by neighborhood reflects the high concentration of Blacks in Egleston Square and Hyde Square and shows the sharp disparity in Black population between these neighborhoods and Forest Hills and Jamaica Hills.

Figure 6

Distribution of Renter-Occupied and
Owner-Occupied Units by Blacks in Jamaica Plain, 1980

	<u>% renter- occupied</u>	<u>% owner- occupied</u>	<u>total units occ'd by Blacks</u>
Hyde Square	94	6	772
Jamaica Central	90	10	313
Jamaica Hills	84	16	122
Egleston Square	78	22	689
Forest Hills	63	37	35

Homeownership among Blacks in Jamaica Plain varies significantly across subneighborhoods, yet for the most part remains low, as is reflected in the area-wide rate of 13%. The lowest observations are in Hyde Square (6%) and Jamaica Central (10%). One-third of the Jamaica Plain Black population lives in Egleston Square.

Accordingly, homeownership by Blacks in Egleston Square is high in absolute terms, but still low if compared to the entire Jamaica Plain Black population. The percentage of Black homeowners in Forest Hills is the highest of the five subneighborhoods. However, only 1% of the total Black population lives in Forest Hills, and the total number of housing units occupied by Blacks represents only 2% of the total units occupied by Blacks in Jamaica Plain.

As in housing for Hispanics, there is a sharp difference between the rental and the owner-occupied distribution among Blacks in Jamaica Plain. Again, this difference is a reflection of the sharp

contrast between rental and homeownership costs. Monthly mortgages for Black residents averaged \$162 more than gross monthly rents. This difference is most pronounced in Forest Hills, Hyde Square and Egleston Square, where the median monthly mortgage is \$272 above the median monthly rent. Forest Hills and Hyde Square have the lowest median rent (\$100) and Jamaica Hills has the highest (\$255).

VI. ISSUES

The following summary outlines critical issues which must be addressed in the planning and rezoning process in Jamaica Plain. It is not intended to be a comprehensive list, but rather a starting point for discussion.

A. Housing

1. Affordability

The cost of housing to both owners and renters in Jamaica Plain is increasing. As costs increase, the ability of low- and moderate-income Jamaica Plain residents to remain in their homes is challenged. New housing construction, rehabilitation, and conversion activity are beginning to saturate the more affluent subneighborhoods of Jamaica Plain. The trend is to shift the incidence of these activities to the less affluent subneighborhoods. The strong real estate market and the high construction costs make the units developed in the less affluent subneighborhoods unaffordable to their residents. As a consequence, a large proportion of low- and moderate-income Jamaica Plain residents may be threatened with displacement.

Jamaica Plain has caught the attention of investors. As units are sold and resold, the price increases with each transfer of ownership. In the past five years, housing prices have increased from 100% to 500% or more.

A three-family house near Centre Street sold for \$27,000 in 1980 and \$85,000 in 1983. Today it might sell for \$200,000. This price is well out of the reach of low- and moderate-income residents.

Rental housing has become less profitable and, as a result, new development of rental housing is declining. High prices motivate investors to convert rental units to owner-occupied units, reducing the rental housing stock. In addition, as the supply of rental housing decreases, rents increase, thus tightening the rental housing market even further.

New construction of owner-occupied units occurred almost entirely in the more-affluent Jamaica Hills. From 1970 to 1980, 60 of the total 65 owner-occupied units built in Jamaica Plain were in Jamaica Hills. During the 1970s Hyde Square and Forest Hills experienced the highest increase in the number of owners.

Rents for existing units are increasing. In 1980, the median gross rent in Jamaica Plain was \$320 per month; in 1985 it was \$370. A five-room, unheated apartment near Centre Street which rented for \$125 per month in 1980 rents for \$500 per month today, making the apartment unaffordable to many Jamaica Plain residents.

Subsidized units, both public housing projects and HUD- and MHFA-assisted units, alleviate the affordability problem for some residents. Subsidized units comprise 15% of Jamaica Plain's housing stock. There are six public housing developments, three in Hyde Square and the other three in Jamaica Central, Jamaica Hills, and Egleston Square. Eighteen percent of the subsidized units were vacant and 20% were boarded up in 1985. Many of the boarded-up units are being modernized, and combined with other units into larger dwellings more suitable for families. In general, the geographic distribution of subsidized units corresponds to income distribution. Both Hyde Square and Egleston Square, the two subneighborhoods with the largest low-income populations, have the highest share of subsidized units.

Alternative housing arrangements, such as limited equity cooperatives and accessory apartments (discussed below), can contribute some relief for a few residents but are not yet widespread in Jamaica Plain.

The following is a summary of affordability issues which should be addressed:

1. Rents and home prices are increasing beyond the capacity of low- and moderate-income residents to afford them.
2. The fast resale turnover of properties points toward a trend of purchasing property for investment rather than for homeownership.
3. Conversion of rental units into condominiums, and the relative decrease in the development of new rental units is creating a shortage of rental housing and curtailing its affordability.
4. Modernization of existing rental housing into larger units is reducing the absolute number of rental units.

(X) 2. Condominium Development

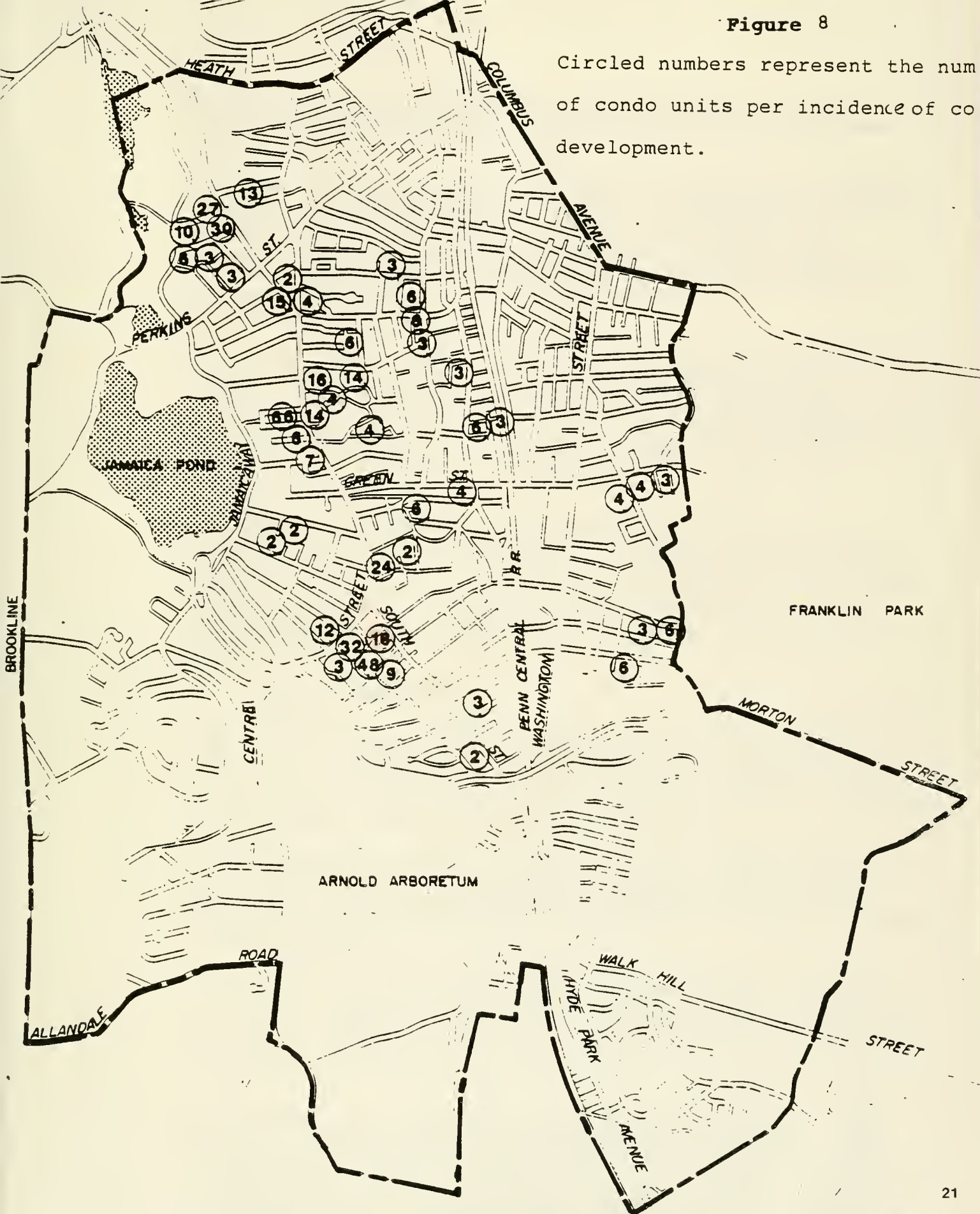
In Boston, condominium conversion first occurred in 1969, and reached Jamaica Plain in 1973 with the neighborhood's first condominium conversion of 12 units. Since then, condominium development has consisted of both conversion of existing structures and new construction. After intermittent condominium development in the 1970s, conversions peaked in 1980 and 1981 with 263 units, then nearly stalled in 1982, and have been increasing since 1984. As of July 31, 1985, 99 condominium units had already been built, increasing Jamaica Plain's stock to 944 condominium units, i.e., 5% of Jamaica Plain's total housing stock.

The number of units per incidence of condominium development varies widely. Half of the incidences involved twelve units or less, and very few were very large condominium developments.



Figure 8

Circled numbers represent the num
of condo units per incidence of co
development.



CONDOS

JAMAICA PLAIN

0 800 1600 3200 FEET

Most condominium development through 1985 (30% of the total condominium stock) took place on Centre Street and the Jamaica way (see figure 8).

The ratio of Boston's condominium stock to its rental housing stock dropped from 1:27 in 1980 to 1:8 in 1985. The impact of condominium development on rental housing is being addressed by both city government and neighborhood organizations. In Jamaica Plain, efforts should be directed toward managing the rate of condominium development while its ratio to rental housing (1:14 as of 1980) is still relatively low.

New construction of housing has been rare. The housing stock of Jamaica Plain is in good condition despite its age, and, until recently, rehabilitation of existing structures has been more profitable. New construction has been restricted by the scarcity of sizeable vacant lots. Now, as a result of the strong housing market, the construction of new housing units is beginning to become more profitable than rehabilitation.

In general, it appears that the development opportunities now available for condominium production in the more affluent sections of Jamaica Plain are becoming scarce due to saturation. If the incidence of this activity shifts to the less affluent ^{sub} neighborhoods, the construction costs and strong housing market could make prices unaffordable to the existing low- and moderate-income residents, possibly causing displacement.

3. Vacancy/Abandonment

Ten percent of the housing units in Jamaica Plain were vacant in 1980. According to a Neighborhood Development and Employment Agency (NDEA) study of May 1985, there were 40 vacant residential structures in Jamaica Plain. Over half of these structures were concentrated in Egleston Square and Hyde Square.

The NDEA study recorded that 44% of all vacant structures in Egleston Square and 14% in Hyde Square were boarded up and tax delinquent. One-sixth to one-fifth of the vacant structures in Egleston Square and Hyde Square have suffered fire damage according to the NDEA study.

The conditions of the other ^{sub} neighborhoods' vacant structures were mostly fair to poor. In fact, of the vacant structures reported in the NDEA study across Jamaica Plain, very few were in good condition. Any rehabilitation of these structures will require substantial investment.

The share of vacant units that are ^{sub} for rent as compared to those which are for sale differ from one neighborhood to another, indicating sharp differences in housing stability for residents across Jamaica Plain. Most of the vacant units in Forest Hills and over half of those in Jamaica Central were for rent in 1980. In contrast, most vacant units in Egleston Square, Hyde Square and Jamaica Hills were for sale.

In general, while vacancy and abandonment are not widespread in Jamaica Plain, the burdens associated with these conditions fall more heavily on the less affluent subneighborhoods. The high resale turnover of vacant and abandoned units in these subneighborhoods undermines the sense of security of its residents. This causes a disparity in vacancy rates and in rental versus owner-occupied vacancy rates across subneighborhoods which is weakening the stability of housing for low- and moderate-income residents in Egleston Square, Hyde Park, and Jamaica Hills.

4. Alternative Housing Arrangements

a. Accessory Apartments

Accessory apartments are additional units within existing residential structures. The creation of these apartments expands the affordable housing stock. Reconfiguring space within a building is less expensive than new construction, and savings in construction costs are often passed on to the tenants of accessory apartments in the form of lower rents. In addition, homeowners may convert part of their home into rental units and use the income to help meet mortgage payments. Housing costs are reduced for both homeowners and tenants.

Most accessory apartments are one or two-bedroom units and are most often created in single or two-family dwellings. These units are appropriate for single people or couples, a dweller category which is increasing in number in Boston and in Jamaica Plain. Converting space into an accessory apartment is also ideal for an house-rich, cash-poor elderly homeowner, because income for space that would otherwise be difficult to maintain or excessive for one person's needs.

margin
→ Current zoning regulations do not allow the creation of accessory apartments in areas zoned for single-family use. In most areas of the city a homeowner must obtain a variance or conditional use permit from the Zoning Board of Appeal in order to legally convert space to an accessory apartment. Nonetheless, many homeowners create accessory apartments illegally without going through the regulatory process and obtaining the needed permits. It is estimated that accessory apartments account for close to half the increase in total rental units added each year to Boston's rental stock.

The following are some of the characteristics of accessory apartments in Boston and in Jamaica Plain:

- o 95% of added units are for rent.
- o In Jamaica Plain most units are rented for less than \$600 per month; (the average rent in Boston for accessory apartments was \$527 per month).

- margin
- o In Boston, 64% of the converters did at least some of the work themselves, 42% hired a general contractor to do most of the work. In Jamaica Plain, 63% did most of the work themselves.
 - o In Boston, the amount spent to do the work ranged from \$1,000 to \$275,000. The median amount was \$30,000 and the average was \$52,273. In Jamaica Plain, 38% of the converters spent over \$40,000 to add one or more units.
 - o In Jamaica Plain, converters are more likely to add a unit by subdividing the property rather than converting a basement or attic.

While accessory apartments can be beneficial to both owners and renters, cumulatively they can have negative impacts on a neighborhood. Accessory apartments increase the density of an area and can lead to parking and traffic congestion and negative impacts on city services, utilities, etc. Accessory apartments also change the character of a single-family neighborhood.

b. Congregate Living Arrangements

Congregate living arrangements include lodging houses, college dormitories, and other types of non-institutional group living arrangements. In Jamaica Plain, such living arrangements provide housing to 436 residents (3% of the population).

o Lodging Houses

In a lodging house rooms are let to four or more persons not within the second degree of kinship. Lodging houses are an important but diminishing source of low-cost housing for Boston residents. A study completed in May 1986, reported that the average as well as median rent for lodging house rooms is \$60 per week. However, today lodging houses are going out of business and the buildings are being converted to other uses which bring higher economic returns, such as condominiums. Jamaica Plain, along with the rest of Boston, faces a decline of this type of low-cost housing.

As of June 1985, nine lodging houses in Jamaica Plain provided 241 rooms. Today, there are eight lodging houses and 226 rooms. The contribution of lodging houses to low-cost, affordable housing is shrinking quickly. The lodging houses in Jamaica Plain are all located in Hyde Square, Egleston Square, and Jamaica Central.

Lodging houses are attractive to and provide affordable housing for individuals of all ages. Two-thirds of the Boston population is 61 years or older. Despite the obvious benefit of lodging houses to the elderly, only 15%

of lodging house residents in Boston are 61 years old or older, while two thirds of the residents at lodging houses are 45 years old or younger.

- o College Dormitories

College dormitories are not a significant source of housing in Jamaica Plain. Only 21 residents live in such accommodations, all in Jamaica Central.

B. Neighborhood Commercial and Light Industrial Areas

Neighborhood Retail

The commercial areas are the hub of public life in Jamaica Plain. Residents visit retail areas not only for routine errands but also to meet and socialize with friends and neighbors. The strong identities of the commercial areas, especially along main streets and squares, give definition to the neighborhood and act as reference points. Clean, bustling and attractive commercial areas should be a source of both pride and enjoyment for residents and prosperity for merchants.

Residents and merchants of Jamaica Plain confront the same type of problems. Merchants who do not own their stores are being squeezed out by increasing property values and rents. Small businesses, such as "mom and pop" stores, cleaners, laundromats, and "corner" stores are the most vulnerable. Both merchants and residents have much to lose if smaller local businesses are displaced by retail chains carrying expensive retail items.

There are seven separate retail areas in Jamaica Plain between Jackson Square and Forest Hills. They vary from being strong vital areas such as Centre Street to areas such as Forest Hills and Jackson Square, whose prosperity depend on the new Orange Line. In addition, there are other areas that are stabilizing, such as Hyde Square and South Street, and some that are threatened by the removal of the elevated, including Egleston Square and Green Street. These areas lack an appropriate retail mix (e.g., almost all the banks and pharmacies in Jamaica Plain are presently located on Centre Street), and an adequate number of retail categories such as drug stores and general merchandise.

Presently, the business volume of retail areas such as Egleston Square and Green Street depend on the pedestrian traffic generated by the commuters of the Orange Line. These retail areas need to refocus their market strategies to overcome the anticipated loss of the present clientele when the elevated is removed.

Light Industry

Jamaica Plain has long been an industrial as well as residential community. There is a need to preserve and expand the blue-collar, entry level job opportunities provided by light industry. This preservation and expansion must be accomplished along with effective environmental controls of noise, pollution, and traffic on adjacent residential and commercial areas.

The IPOD process should address the following issues in each of the commercial areas:

1. Inadequate on-street and off-street parking.
2. Insufficient space for loading and servicing commercial establishments and light industries.
3. Crime and vandalism affecting the character of small neighborhood stores and commercial centers.
4. Pedestrian amenities and maintenance of public areas.
5. Lack of design guidelines for storefronts and new commercial development.

C. Transportation, Traffic, and Parking

The Southwest Corridor's Orange Line servicing the South End, Roxbury and Jamaica Plain will realize dramatic improvements with its expected opening in 1987. With the introduction of six-car trains the new Orange Line should provide better and faster access to downtown. While the new Orange Line has the potential to be a service and redevelopment corridor, the dismantling and relocation of the existing elevated may have at least short-term negative impacts on existing businesses along Washington Street and around Egleston Square by removing or decreasing the amount of pedestrian traffic.

Washington Street and the Jamaicaway act as major thoroughfares for city traffic through the neighborhood. Centre Street is the carrier of a major volume of local traffic, while Columbus Avenue and Allandale Road act as peripheral arteries.

The IPOD process should address the following issues:

1. Traffic congestion on Washington and Centre Streets.
2. Commercial vs. residential parking needs at neighborhood commercial areas, such as along Washington and Centre Streets.
3. Strain of new development upon existing traffic arteries, like Washington and Centre Streets, and on residential streets.
4. Physical improvements needed to create safer pedestrian crosswalks, paving, and other pedestrian amenities.

D. Open Space

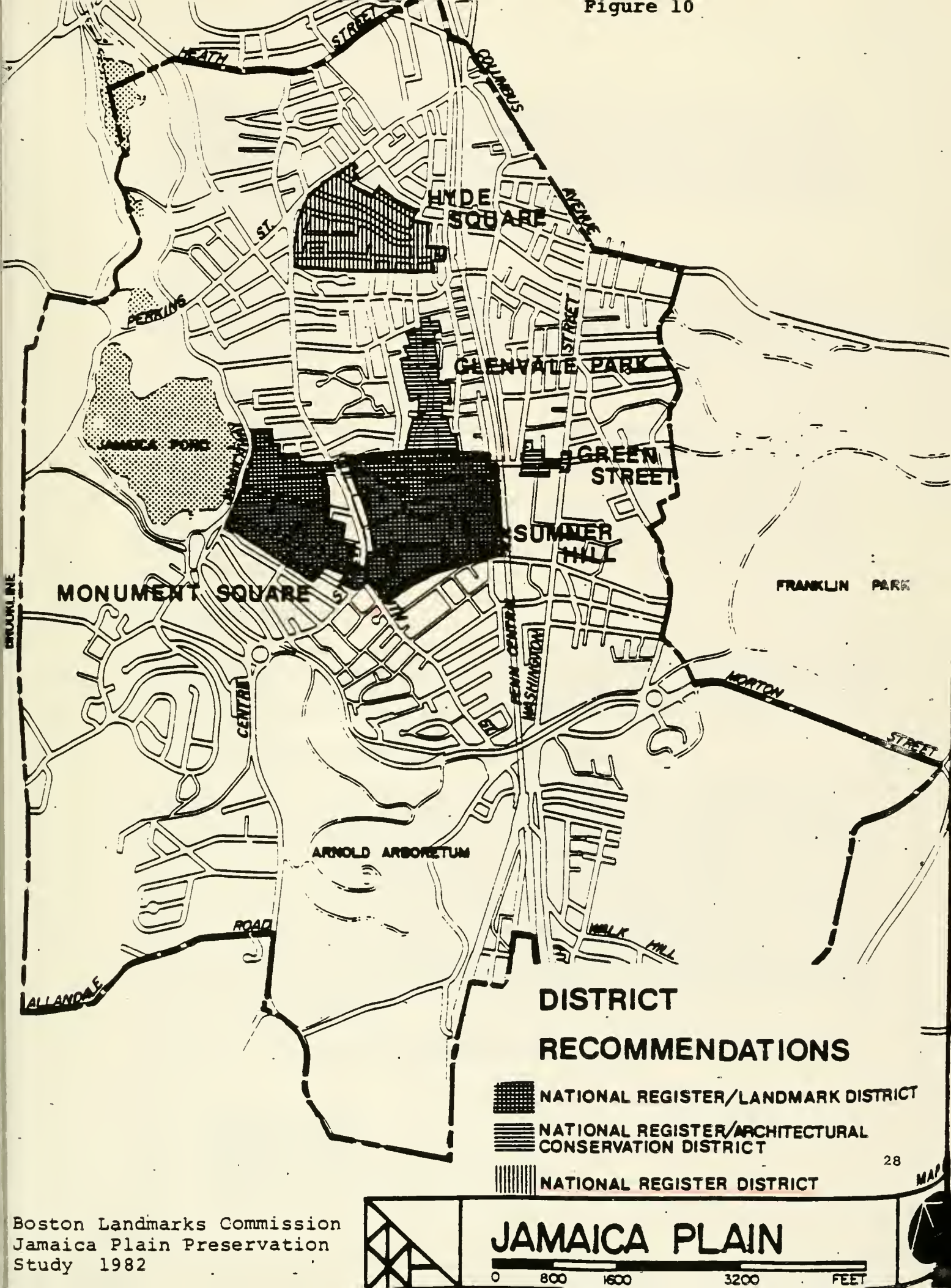
Jamaica Plain's ratio of open space/population is among the highest in the City of Boston. The green spaces and natural open areas of Jamaica Plain have contributed to the special charm and livability of the district.

Neighborhood residents cherish the open spaces. All Bostonians enjoy them as an irreplaceable natural resource. Jamaica Plain is surrounded by nearly 850 acres of open space which includes several major elements



Figure 9





of Olmsted's Emerald Necklace: Olmsted Park, the Arborway, Arnold Arboretum and Franklin Park. In addition, the Jamaica Plain district has twelve Urban Wilds, so-called because of their natural and environmental significance to the city. Jamaica Plain's privately owned natural areas and its public open spaces must be protected so that the quality of life in the district can be preserved.

Public Open Space

Publicly owned parks, playgrounds and other natural areas must be preserved for recreation and conservation purposes. New zoning being considered by the city would clearly identify open space areas on maps and protect existing city-owned open space from private development.

Urban Wilds

Twelve sites consisting of approximately 160 acres have been identified as environmentally sensitive areas. New zoning may be proposed to encourage conservation of these lands and regulate any development contemplated on these sites. A new zone could impose a minimum open space ratio to maintain a portion of the land in its natural state. More intensive development of such lands could be permitted upon mitigation of adverse impacts, restoration of natural areas, and dedication of land for conservation purposes.

Jamaicaway-Arborway

New zoning may be considered to control development along the Jamaicaway and Arborway. Height limits and other dimensional requirements may be adopted to control the scale and density of development along the strip of land bordering the significant open spaces of Jamaica Plain.

E. Development of Open Space: Institutions

A green open space area extends through the Fens, along the Boston/Brookline line (including Jamaica Pond and the Arnold Arboretum) and continues near the Boston/Newton line to Cow Island Pond. This open space area is in part the creation of Frederick Law Olmsted and includes an area of large private estates owned by private individuals and institutions, which has not yet been intensively developed. Development plans of the private land owners should respect the recreational and open space quality of the area and should be consistent with the character, needs, and interests of the surrounding community. Proposed development plans for five properties between and west of Jamaica Pond and the Arnold Arboretum underscore the immediacy of these issues for Jamaica Plain residents.

To date, the five owners with development plans for their properties are:

1. Hellenic College
2. Nazareth School
3. Faulkner Hospital
4. Faulkner Hospital (Southern Estate)
5. David Bakalar

Hellenic College ✕

Hellenic College, at 55 Goddard Avenue, Brookline, owns a 45.6-acre site (10 acres in Brookline, 35.6 in Boston). It is currently a theological school. The college buildings are mainly in Brookline while the open space is primarily in Boston. This open space is an urban wilds site and has remained vacant.

Nazareth School

The Nazareth School (414 Pond Street, Boston) was a school and child-care center for 160 normal and handicapped children. The site of 40 acres is at the crest of Moss Hill. The one-story brick school buildings remain. They are all located in one area and are connected in the shape of a 'T': dormitories comprise the top of the 'T' and a gym, kitchen, administrative building, and chapel comprise the stem of the 'T'.

Faulkner Hospital

The Faulkner Hospital (30 Whitcomb Avenue, Boston) is a 186-bed general hospital located on a 17.6-acre site. Part of the facilities is a former nurses' residence which the hospital seeks to convert to a different use. The hospital created a Breast Cancer Detection Center on the fourth floor and would now like to occupy the first, second, and third floors with doctors' offices and a headache-research foundation. The hospital applied for a zoning variance and received a continuance until it can resolve parking and landscape issues.

Faulkner Hospital (Southern Estate)

The Faulkner Hospital Corporation owns a vacant 13.5-acre site at 44 Allandale Street (directly across from the hospital)..

David Bakalar Estate

David Bakalar owns a 43-acre site at 200 Allandale Street. The estate has a residence, recreation building, garage, etc. It is an urban wilds site and is mostly open space.

F. Human Services*

Day Care

Access to child-care is a pressing concern for the many larger households in Jamaica Plain, particularly those headed by single women. The need for child-care facilities is greatest in the Egleston and Hyde Square areas where, according to 1980 census data, 13% of the population is under the age of 10.

* Data presented in this section are drawn from the Neighborhood Statistical Program run by the Bureau of the Census in 1980. Some more current information can be found in Part IV, Sections A and B of this report.

Seventy percent of the households in Egleston Square and Hyde Square have dependent children and 43% of the households are headed by women. (Citywide, only 30% of households are headed by women). Eighty percent of the female-headed households in Egleston and Hyde Squares include dependent children; two-thirds of the female-headed households in Jamaica Central include dependent children. Nearly half of the families with young children in Egleston Square and 41% of families with young children in Hyde Square live in poverty.

Group Homes

Group homes or residential care facilities for the mentally or physically disabled must be sited, according to state policy, in residential neighborhoods throughout the Commonwealth. Efforts should be made to facilitate the siting of group homes and to ensure that such homes are dispersed throughout the community and are sensitive to the needs of the surrounding residential population.

Job Training

Unemployment is a major concern in certain parts of Jamaica Plain, particularly the Egleston and Hyde Square areas, where the poverty level of 34% exceeds the city-wide average by 14 percentage points. Approximately 30% of households in Egleston and Hyde Squares receive welfare assistance; 29% of the households had no wage earner; 22% of the households had an annual income between \$5,000 and \$10,000; and the unemployment rate for those areas in 1980 was 10%, compared to 5.7% for the entire Jamaica Plain district.

Language barriers are a major source of difficulty in many of the households in Egleston and Hyde Square. Approximately 40% of the population is Hispanic; 38% of Egleston Square households and 48% of Hyde Square households do not speak English at home.

Job training funds available through the linkage program should be targeted to the Hispanic population in Hyde Square and Egleston Square.

G. Historic Landmarks

Jamaica Plain owes much of its attractiveness to its historic architecture and monuments. Designation of historic landmarks can help preserve a neighborhood, its architecture, and its monuments against development pressures and change. The agencies that grant such designations are the National Register of Historic Places and the Boston Landmarks Commission. Properties may be listed as historic landmarks with both agencies. The staff of the Boston Landmarks Commission performed an extensive survey of all properties in Jamaica Plain in 1982 and has recommended that a number of properties be nominated for and protected by National Register listing and/or Boston Landmark Commission designation.

National Register of Historic Places

The National Register is a list of the nation's historical and cultural resources worthy of preservation. Properties and districts are nominated for listing and, if approved, published in the National Register.

The National Register listings are protected from federally-funded or federally-licensed projects which might have an adverse effect on the property or might jeopardize the significance and character of the area. For example, the Federal Advisory Council on Historic Preservation reviews and comments on highway construction and urban renewal projects as part of the planning of these federally-assisted projects. National Register listings are also included on the State Register of Historic Places and afforded similar protection from state-funded projects. There is no protection against or control over a private owner's use or treatment of any National Register property.

Current National Register listings in Jamaica Plain include:

- o Arnold Arboretum
- o Jamaica Pond Park and Pinebank
- o Loring Greenough House
- o Adams-Nervine Asylum
- o Haffenreffer Brewery

Boston Landmark Commission recommendations for additional National Register listings include properties scattered throughout Egleston Square, Jamaica Hills, Jamaica Pond, and Jamaica Central as well as districts in Hyde Square, Jamaica Central, Egleston Square, Summer Hill, and Jamaica Pond (see Figure 9).

Boston Landmarks Commission

The purpose of the Boston Landmarks Commission (BLC) is to recognize, conserve, and enhance areas and structures that contribute to Boston's distinctive environment. The BLC may designate sites and districts located in the city of Boston that are of historical, social, cultural, architectural, or aesthetic value. Such designation protects the property or area from intrusions or changes that would disturb the visual or historic character.

The BLC is empowered to review and approve or disapprove proposed changes to the physical environment of all designated sites and districts. The BLC has such jurisdiction over actions by private owners, and city and state governments, but not by the federal government.

The Adams-Nervine Asylum has been designated in Jamaica Plain by the Boston Landmarks Commission. BLC recommendations for additional BLC designations include individual properties scattered throughout Jamaica Plain and districts in Jamaica Pond, Sumner Hill, Jamaica Central, and Egleston Square (see Figure 10).

VII. DEVELOPMENT TRENDS

For some time, the housing market in Jamaica Plain has been experiencing the impact of regional and citywide growth pressures. Past housing development has consisted primarily of the rehabilitation of existing structures. This was in part due to the age of the housing stock (most predate WWII), the pre-dominance of homeowners, the scarcity of undeveloped land available for sale, and the comparatively high cost of new construction. Recently, conversion to condominium ownership of three-decker structures previously available for rent has been increasing. Proposals for new residential construction are also increasing.

Between 1980 and 1986, housing values have quadrupled. The Southwest Corridor project has been a major contributor to the rising market for housing in Jamaica Plain. Also, the new Orange Line puts South Hyde Square and Egleston Square just two stops from the Back Bay. Investors, who buy and resell within approximately one year, further accelerate the increase in housing costs.

Competition for space in Jamaica Plain is evident as business, industrial, and housing uses compete with each other for scarce land. Also, this competition increases property values and renders property unaffordable to the average Jamaica Plain resident.

VIII. ZONING AND OTHER TOOLS TO SHAPE NEIGHBORHOOD GROWTH


The following sections describe zoning amendments and other mechanisms to control growth and development in Jamaica Plain. "Linkage" is included in the current Boston Zoning Code. The other amendments concerning Inclusionary Zoning, Harborpark Zoning, and Open Space are all in the process of being drafted.

A. Interim Planning Permit Process

When adopted, the Jamaica Plain Interim Planning Overlay District (IPOD) will be the major vehicle used in the re-zoning process for Jamaica Plain. The IPOD will do two things: it will establish guidelines for conducting comprehensive planning of the neighborhood, which will provide the basis for revised zoning; and it will establish the zoning controls for development during this time.

The IPOD is not designed to stop development. Rather, it creates the opportunity to evaluate new development while neighborhood planning and preparation of new zoning are underway. It is designated to protect Jamaica Plain from incompatible developments without the imposition of a building moratorium. Projects proposed during the period of the IPOD must be evaluated for consistency with the IPOD in order to obtain an interim planning permit granted by the Zoning Board of Appeal.

A summary of the process follows: Applicants for a building permit, change-in-use permit, or change-in-occupancy permit will file the appropriate applications with the City Inspectional Services Department (ISD). This is the standard procedure city residents now follow.

Based on the Jamaica Plain IPOD Zoning Regulations the Inspectional Services Department will determine if an interim planning permit is required. If it is determined that an interim planning permit is  required, the applicant does the following.

1. A separate application for an interim planning permit is filed in quadruplicate with the Inspectional Services Department. One copy is kept with ISD, and the other copies are transmitted within seven days to the Board of Appeal, the Boston Redevelopment Authority, and the Zoning Commission.
2. The Boston Redevelopment Authority, acting as the city's planning agency, has 90 days in which to study the application and make a recommendation to the Board of Appeal. The Board of Appeal cannot act until the 90-day period has expired.
3. BRA staff makes a recommendation on the interim planning permit application to the Boston Redevelopment Authority Board of Directors. The Board then votes on the application and files a report with the Board of Appeal containing recommendations and materials, maps, or plans to aid the Board of Appeal in judging the application. The BRA Board bases its decision on general planning

criteria and whether or not the proposed action is consistent with the planning goals for the Jamaica Plain IPOD, the comprehensive planning process, and the contemplated land uses.

4. The Board of Appeal holds a public hearing on the permit application. The Board of Appeal is also the city agency responsible for granting relief from the Boston Zoning Code. This includes granting variances, conditional use permits, changes in occupancy, and other exceptions to the Code.

The Board of Appeal votes, usually the same day as the hearing, on the interim planning permit application. The Board must find that the proposed action is consistent with the land use objectives of the Interim Planning Overlay District, and that the proposed changes will not adversely affect the comprehensive planning process.

The granting of an interim planning permit does not take the place of any other permits that may be required.

B. Inclusionary Zoning

This proposed amendment to the Zoning Code is designed to alleviate the critical shortage of affordable housing for persons of low and moderate income. Its purpose is to provide an opportunity for affordable housing to low- and moderate-income level residents. It requires that developers of residential projects, either rentals or for sale, provide 10% of all units at rates affordable to low and moderate income households.

C. Open Space Amendments

There are two proposed zoning amendments which deal with preserving open spaces in the City of Boston. They are:

Open Space

New zoning may be considered which would clearly identify public open space areas on zoning maps. The goals of this zoning amendment would be to add additional protection to parks, playgrounds, and other significant natural areas for recreational purposes, and provide for the dedication of new lands for open space use, particularly along the Boston waterfront. Figure 11 illustrates open space in Jamaica Plain.

Environmental Assessment District

This proposed zoning amendment's purpose is to preserve areas designated as "urban wilds", and other environmentally sensitive areas. Development would be allowed, but would have to conform to special environmental standards and lower density requirements. There are 143 designated urban wilds sites in the city. Figure 11 also illustrates urban wilds in Jamaica Plain. The designated urban wilds are deemed worthy of conservation because of their particular natural features.



Figure 1b

OPEN SPACE



Reservations

1. Arborway
2. Olmstead Park
3. Arnold Arboretum
4. S.W. Corridor Open Space
5. Joseph Kelly Memorial Rin



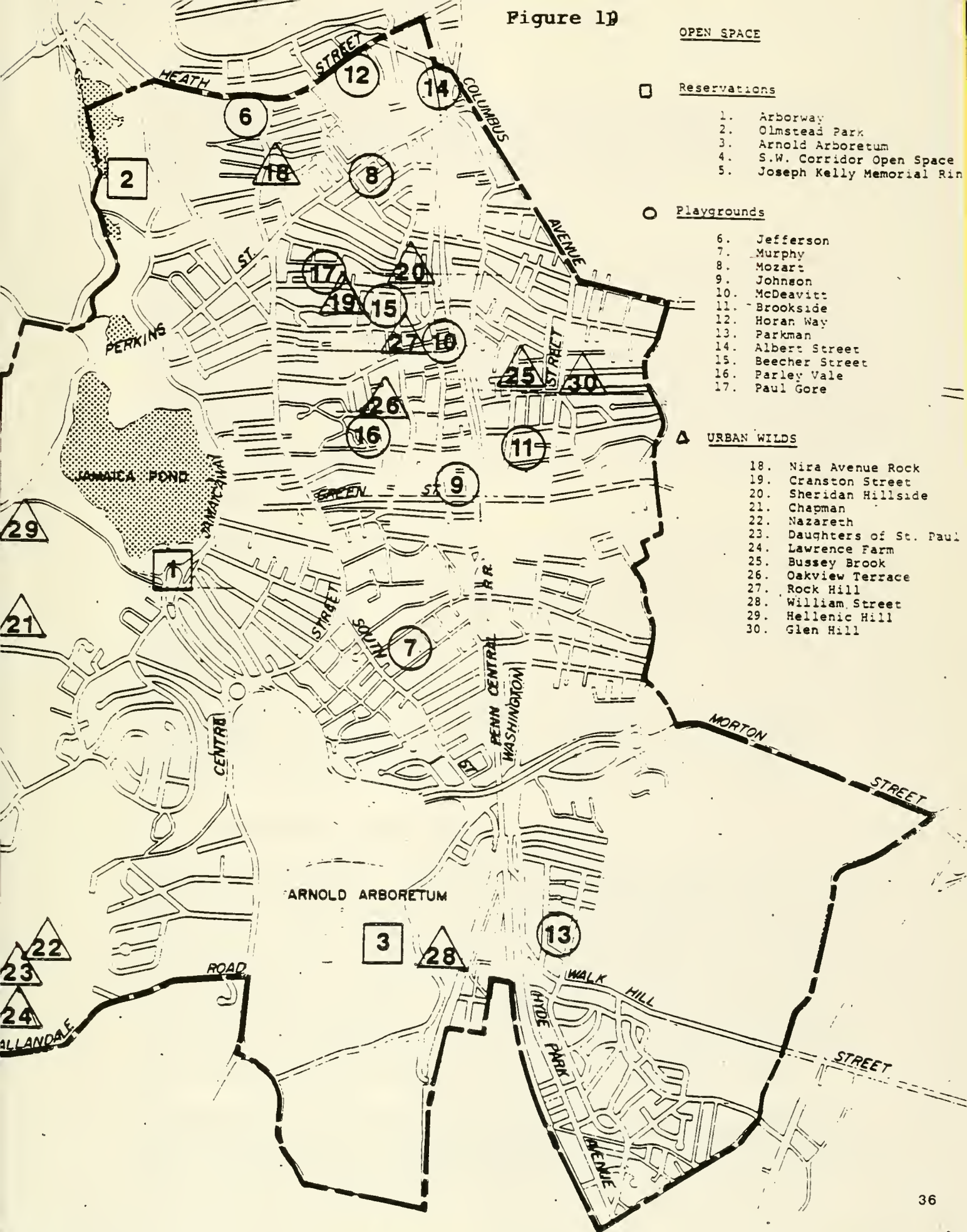
Playgrounds

6. Jefferson
7. Murphy
8. Mozart
9. Johnson
10. McDeavitt
11. Brookside
12. Horan Way
13. Parkman
14. Albert Street
15. Beecher Street
16. Parley Vale
17. Paul Gore



URBAN WILDS

18. Nira Avenue Rock
19. Cranston Street
20. Sheridan Hillside
21. Chapman
22. Nazareth
23. Daughters of St. Paul
24. Lawrence Farm
25. Bussey Brook
26. Oakview Terrace
27. Rock Hill
28. William Street
29. Hellenic Hill
30. Glen Hill



At present, many of these sites are in private ownership, and despite their environmentally significant aspects, have no added protection against inappropriate development. A new zoning amendment could offer protection, and encourage conservation of these areas for the public's benefit.

D. Linkage

"Linkage" refers to a system of fees required of certain projects, and distributed by the Neighborhood Housing Trust to provide low- and moderate-income housing opportunities and job training. Developers of new or substantially rehabilitated commercial space of over 100,000 square feet are required to make payments into the Trust. This applies to commercial space both in the downtown and in the neighborhoods. Currently, the amounts are \$5.00 per square foot payable over 7 years for housing, and \$1.00 per square foot over 100,00 square feet for job training, payable over 2 years for downtown projects. For neighborhood projects, the housing money, \$5.00 per square foot, is payable over 12 years, and the job training money, \$1.00 per square foot, is payable over 2 years.

The Neighborhood Housing Trust can create affordable housing by new construction and/or rehabilitation. Alternately, developers can choose to construct such housing instead of paying into the Fund. Currently, 20% of housing linkage funds from neighborhood projects are targeted to the neighborhood where the commercial project occurs. Ten percent of the housing contribution payments will be reserved for downtown neighborhoods affected by downtown projects.

The job training funds are also targeted at a level of 20%. These funds may be spent to train workers for jobs created by that commercial renovation or construction. Alternately, the job linkage payments generated by the project could be reserved for the area where the project is located.

E. Transportation Access Plans

This proposed amendment to the Zoning Code will require proponents of major new developments to submit Transportation Access Plans for review by the Boston Redevelopment Authority and the Boston Transportation Department. The purpose of this amendment is to facilitate effective management of the transportation and parking impacts of the unprecedented growth occurring in Boston. The required Transportation Access Plan must outline strategies and measures to manage transportation functions, encourage better use of parking resources, and mitigate the impact of new development on the city's roadways and transit system. Transportation Access Plans will also provide the city with additional data to more effectively address the city's transportation needs.

Preparation of an Transportation Access Plan requires a developer to determine the impact of new development, propose mitigation measures, seek approval of the Transportation Access Plan from city officials, and then enter into an agreement with the city and implement the plan.

Transportation Access Plans are required for commercial development over 100,000 square feet, retail development over 50,000 square feet, and residential development over 30 units.

Transportation Access Plans have three components. A Traffic Management component should address access, carpool/vanpool matching, and other project-related features. A Parking Management component identifies the number and type of parking spaces necessary to accommodate the needs of the project. Finally, a Construction Management component provides the times and routes of truck movement and deliveries, and transportation and parking accommodations for construction workers. Transportation Access Plans must also identify monitoring and enforcement measures. Developers must provide follow-up information to assure compliance with the approved plans.

IX. APPENDIX

A. Jamaica Plain Neighborhood Council Members

Clementina Acebedo	Liz Malia
Henry Allen	Robert McDonnel
Ann Clarke	Thomas McIntyre
Bernard C. Doherty, Jr.	Margaret Noce
Tim Dunn	Michael O'Connor
James H. Greene	Ruth Parker
Betsaida Gwitierrez	Janice Pina
Richard Harris	Jack Plunkett
Carlos Icaza	✓ Michael Reiskind
Alice Johnson	Jaime Rodriquez
✓ Troy Lawson	Sandra Storey

B. JPNC Zoning Subcommittee Members

Bernie Doherty (Chair)
Stella Clancy
Charles Connors
Ellen Dyer
Henia Handler
Michael Kerr
✓ John Messervy
Tom Morin
Janice Pina
Sandra Storey

X. ACKNOWLEDGEMENTS

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